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28 June 1968

MEMORANDUM FOR: Mr. Bross:

SUBJECT : Redraft of Section III, TOD Report (Recommendations
and TOD Development Plan)

1. The attached redraft reflects the discussion by the TOD Committee representatives last Wednesday, 26 June 1968 when we spent several hours on this subject.

2. In preparing the redraft I have reflected the disagreements of the DoD Representative to the extent stated. There are likely to be others not yet specifically identified. It is not likely that we will have any irreconcilable disagreements with the BoB representative on the general scope of a subsequent TOD.

3. Please note particularly paragraph D on page III.-6 which relates to the retention of a complete set of TOD data by both DoD and BoB. This is a firm position by both agencies, and the wording of paragraph D. reflects an arrangement that probably would satisfy both of them. By footnote I have called attention to the fact that there is as yet no DCI position on this matter, and a DCI view is being sought. Please advise as to whether or not paragraph D as it now stands will be acceptable to the DCI.

25X1 4. I have asked [] to hold off actually sending out the attached to DoD and BOB pending your review and reaction. If you are willing that this draft should be released, please arrange to notify her in my absence at the CIP Review Group.

5. Except with respect to the matter mentioned in para. 3 above, this draft does not weaken the DCI position which was reflected in the initial draft which you and General Taylor reviewed. Actually, the DCI position is made stronger because Wollenberg's views have caused me to rewrite some portions to make more explicit and precise what we are seeking. This is particularly the case in a new opening paragraph on p. III.-2 entitled "Objectives". Wollenberg wanted to have this paragraph state only what was in his (Enthoven's) memo about the objectives of TOD. I have adopted this wording in the three points indented under "WHY." However the "WHAT", "HOW" and "WHY" are my own new and more precise statements of what we need from TOD.

6. Note also that I propose (p. III.-2, footnote) to include two Presidential memoranda. These are attached. []

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28 June 1968

MEMORANDUM FOR: BoB and DoD TOD Committee Representatives


SUBJECT : Redraft of Section III TOD Report

1. At our meeting on Wednesday, 26 June 1968, we covered in some detail the 6/22/68 draft for Section III of the TOD Report. A redraft dated 6/28/68 is enclosed.

2. Section III contains the Committee's recommendations and a specific TOD Development Plan. It raises a number of fundamental questions about the future scope of TOD and the manner in which the departments and agencies are to participate in its development. It is evident that there are basic differences among the committee on some parts of Section III.

3. We will obviously continue to attempt to reach agreement insofar as possible. To the extent that this is impossible, it is important that we highlight the disagreed questions for consideration at a higher level.

4. You are requested to review the entire redraft. If in your opinion some of the differences in the TOD Committee are such that alternative statements are likely to be required in the final draft of Section III, you are requested to prepare and forward to the Chairman, TOD Committee a memorandum with the statements which represent your views for the non-agreed points. Please provide specific language for any alternative proposals as well as a summary explanation to the extent you believe necessary.


Chairman, TOD Committee

Enclosure:

(Note that the enclosure is of a higher classification than this transmittal memorandum.)

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(The overall classification of Section III is TOP SECRET
Individual pages in some cases may bear a lower classification.)

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TARGET-ORIENTED DISPLAY (TOD)
OF U. S. INTELLIGENCE RESOURCES

III. Further Development of TOD

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IFI. Further Development of TOD

RECOMMENDATIONS:

1. It is recommended: that the TOD mechanism be further developed and its contents expanded in order to serve as an authoritative community-wide organized base of information required for the coordination and management of the intelligence functions and resources of the Government. This undertaking is to be carried out as a continuing, integrated interagency effort guided by direct representatives of the Sponsors and in general conformity with the objectives and other provisions of the TOD Development Plan which is a part of this report.

2. It is recommended: that the Department of State be invited to include in the TOD the resources and activities of its Bureau of Intelligence and Research.

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TOD DEVELOPMENT PLAN

OBJECTIVES:

WHAT - To provide a target-oriented data base which displays each of the individual units or activities included in the major intelligence programs, their resources and deployment.

HOW - By means of a continuing, integrated interagency effort guided by direct representatives of the Sponsors, to develop, maintain and improve the TOD mechanism and data base.

WHY - To provide an authoritative, community-wide organized base of information required for the coordination and management of the intelligence functions and resources of the Government. # This will be useful in particular:

- As a means of gauging the consistence between the planning, programming and actual utilization of resources.
- For insight into the diffusion of management authority and resources that are directed to the same or similar intelligence objectives.
- For initiating further studies and detailed analyses.

PREMISES FOR PLANNING:

A. A standard set of definitions which describes the objectives, targets, activities and resource ingredients of the intelligence business is a necessary prerequisite to the presentation in TOD of accurate and meaningful information about the intelligence efforts of the several departments

Current Presidential guidance relative to the coordination of the U.S. Foreign Intelligence effort is contained in Appendix III.

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PREMISES FOR PLANNING: (cont)

and agencies. While the initial TOD project has made progress in this respect, considerable additional effort is required as a part of the further development of the TOD mechanism.

B. The development of meaningful statistics and valid ways of interrelating and presenting intelligence resource data is largely a new undertaking with respect to the intelligence community as a totality.

1. The identification and testing of appropriate measurements and combinations of data for use in the TOD require a substantial further analytical effort.

2. The use of partial statistics, incomplete data aggregation, and inadequately-tested measurements can result in seriously misleading conclusions about the U.S. intelligence effort.

3. Valid conclusions in many cases can be drawn only after specific examination into the individual units and activities (the TOD Reporting Entities) owing to their variety in size and function and the character of the resources. An individual entity may substantially distort a situation under study; this possibility should always be explored.

C. The TOD project should continue to be viewed as a developmental effort during the next cycle.

D. Nevertheless, TOD now possesses some useful current capabilities to respond to the interests of management in the intelligence community.

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PREMISES FOR PLANNING:(cont)

E. A balance must be struck between the need for adequate security for TOD data on the one hand and its usefulness in the management of intelligence efforts on the other. Security breaches in this area could be largely irreparable. There is also, however, a pressing need for increasingly effective coordination for the entire intelligence effort which can be realized only through appropriately coordinated planning and programming based on reliable and accepted management information. Accordingly, specific policy guidance must be provided as promptly as possible to establish the "rules of the game" for the utilization of TOD data.

F. The TOD mechanism should expand its capability to provide management projections and operating statistics by increasing the extent and diversity of its data inputs. The orderly expansion of TOD requires attention to the following matters in particular:

1. Restatement of the Guidance for implementing TOD development.
2. Expansion of collection and improved formatting of TOD data.

These matters are discussed below.

[GUIDANCE FOR IMPLEMENTING TOD DEVELOPMENT:

A. The direct representatives of the Sponsors shall provide guidance to bring about the improved design of the TOD mechanism and the progressive growth of the data base. This includes guidance on:

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GUIDANCE FOR IMPLEMENTING TOD DEVELOPMENT: (cont)

1. More precise identification of the TOD information requirements of all those charged with the higher level coordination and management of the intelligence community.

2. Further design and orderly development of a common TOD mechanism and data base responsive to the foregoing requirement and reflecting the intelligence functions and resources of the Government.

3. Preparation of periodic community-wide calls on the departments and agencies for TOD information.

4. Collation and analysis of TOD data, and development of valid and meaningful community-wide displays.

5. Design and development of a common ADP system capable of accommodating community-wide the requirements for TOD information output and also the varieties of data inputs from contributing departments and agencies.

B. Development of the TOD will continue under the chairmanship of the DCI with appropriate representation from DoD and BoB. Adequate and timely support will also be required from DIA, NSA, NRO and CIA (and State/INR if the Department of State should accept an invitation to provide data for the TOD) in connection with the collection and validation of TOD data relating to those organizations.

C. There shall be a principal TOD data base which shall reflect the overall intelligence effort of the Government. It shall be maintained at the headquarters of the DCI. The latter, in the exercise of his responsibility

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GUIDANCE FOR IMPLEMENTING TOD DEVELOPMENT: (cont)

for the protection of intelligence sources and methods, shall prescribe appropriate security classifications. He shall also specifically designate those in his organization with access to the community-wide TOD data.

(See footnote) D. A complete set of TOD data shall also be placed on file at the location in his organization designated respectively by the Deputy Secretary of Defense and the Director, BoB. The foregoing officials shall specifically designate those in their organizations with access to the community-wide TOD data.

E. Subsidiary TOD data files may be maintained as desired by the contributing departments and agencies to reflect TOD data on their own organization. These will be compatible in design with the principal base. They may amplify the information in the principal base as required for use by the echelon concerned.

F. The DCI, as a service of common concern, will provide the ADP hardware and software resources required to maintain and improve the principal TOD data base, to service user requests on that base, and to support the further community-wide development of the TOD mechanism and methodology.

G. A TOD Staff shall be established under a Staff Director provided by the DCI. The latter shall also provide additional staff members, both professional and non-professional, as required, and office space and other necessary logistic support. The Deputy Secretary of Defense shall assign full-time experienced professional representation who will participate fully in the TOD work program. (NOTE: The TOD representative from OSD/SA

(Footnote: Para. D., above, is included to state the positions of the DoD and BoB representatives. At this moment, the DCI representative does not know whether or not this wording is satisfactory. (Approved For Release 2004/06/29 : CIA-RDP86M00612R000100050030-6))

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GUIDANCE FOR IMPLEMENTING TOD DEVELOPMENT: (cont)

wishes the foregoing sentence to read: "The participating DoD office will provide support to this staff.") The State Department shall provide such personnel as may be appropriate for its level of participation. (NOTE: The TOD representative from OSD/SA wishes the foregoing sentence to be entirely deleted.) The work of the TOD Staff shall be as specified in paragraphs A1 - A5 above, and shall be carried out in the light of the guidance provided by the direct representatives of the Sponsors.

H. While the preparation of periodic community-wide TOD calls is the responsibility of the direct representatives of the Sponsors and the TOD Staff, the actual issuance of TOD calls shall be upon the authorization of the Deputy Secretary of Defense, the DCI and the Secretary of State (or their designees) as regards their respective organizations. Other calls which may be initiated by the departments or agencies for data closely-related to the TOD shall not hinder the effective community-wide collection of TOD data in the formats specified for community use.

(NOTE: The representative of OSD/SA will submit an alternative paragraph H.)

COLLECTION AND FORMATTING OF DATA:

A. Data Call and Fiscal Year Coverage.

1. To continue the development of the TOD, a new cycle of data collection and evaluation will be undertaken. The information to be provided by the Reporting Entities will be the same as submitted in the

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COLLECTION AND FORMATTING OF DATA: (cont)

initial TOD exercise except as modified below. The data formats will be simplified and made more readily adaptable to machine processing.

2. The call will cover FYs 67 and 68 (revised) and FYs 69, 70, 71 and 72.

B. Basis for Call and Time of Issuance

1. The call will be issued no later than 15 November of each year.

2. DoD submissions will be based on the resources as approved by the Secretary of Defense as of January 15th of each year and will also incorporate the annual program budget decisions. CIA submissions will be based on decisions incorporated in the President's budget as of January 15th of each year and will likewise incorporate the annual program budget decisions.

3. Data submissions will be forwarded in time to permit receipt by the TOD Staff not later than 15 March of each year.

C. Programs and Activities Included in Call.

1. Submissions will be forwarded by Reporting Entities for the entire CIP, CCP, NRP (including [] SR-71s) and the CIAP (not including Covert Action).

2. Submissions will be forwarded from all units in DoD Programs I and II that have an intelligence mission, including all organic tactical intelligence units as well as Service-controlled non-organic units.

(NOTE: The representative of OSD/SA wishes to delete paragraph 2., or alternatively to substitute the following:
"The Secretary of Defense should include in his call for data and for his use in DoD internal planning and programming a display of tactical intelligence resources.")

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COLLECTION AND FORMATTING OF DATA: (cont)

(NOTE: The DCI representative has proposed the inclusion of paragraph 2 above in order to highlight an issue which the Sponsors should decide: whether or not the so-called "Tactical Intelligence" activities and resources should be included in the community-wide TOD.)

If Tactical Intelligence is not to be included, the DCI representative believes that there is no necessity for including the foregoing sentence proposed by the OSD/SA representative.

The DCI representative suggests that to the greatest extent practicable it is desirable to conduct uniform, community-wide data calls and avoid possible confusion and competition for data invoked under the name of TOD.)

3. Submissions on the individual projects in DoD Program VI which are identified to the CIP Program Manager as "intelligence-related" will also be included in the TOD.

(NOTE: The representative from OSD/SA wishes to delete paragraph 3, and to include these resources in his proposed DoD internal call for "Tactical Intelligence".)

The DCI representative believes that individual R&D projects have potential influence on a variety of kinds of intelligence activity, some of which are related to a community-wide TOD. Since a principal purpose of developing TOD is to discover what resource relationships are significant, the DCI representative suggests that exclusions should be based on study and experience and not on before-the-fact assumptions.)

4. Reporting Entities will make submissions in a manner to display resources by Services and unit activities.

(NOTE: The representative from OSD/SA wishes to delete paragraph 4.)

The DCI and BoB representatives believe this specific identification is essential for a meaningful TOD. The DCI representative notes that while proposing to delete this detail from the community-wide TOD, the OSD/SA representative proposed for an internal DOD TOD that intelligence resources be displayed by Services.

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COLLECTION AND FORMATTING OF DATA: (cont)

D. Grouping Targeted Resources in TOD Display

1. The data call will be formatted in such a way as to permit separate targeted displays for (a) Positive Intelligence, (b) Counter-intelligence, (c) Mapping, Charting & Geodesy, and (d) Tactical Intelligence.

(NOTE: The above reference to Tactical Intelligence should be retained here or deleted in accordance with the decision of the Sponsors on whether Tactical Intelligence should be included in the community-wide TOD.

2. In the Positive Intelligence and the Mapping, Charting & Geodesy groupings, the functions of Collection, Processing and Production will be identified separately.

(NOTE: The representative from OSD/SA wishes to delete paragraph 2.

The DCI representative suggests that the substantive discussion and examples portrayed in this report amply illustrate the importance of continuing to identify these functions separately.)

E. Resource Measurements.

1. Funds will be reported in the standard cost categories of TOA, R&D, Investment and Expenses.

2. The Investment category will be further subdivided to distinguish between Construction and Procurement. Procurement will be broken out as between capital costs or durable investment and relatively short-term expendable investment.

3. Manpower will be reported on the same basis as in the initial TOD exercise, namely, identification of average employment in man, years. NRO manpower will be reported (excluding contractual manpower.

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COLLECTION AND FORMATTING OF DATA: (cont)

4. Operating Capability. In connection with Collection for Positive Intelligence, primary sensor equipment (i.e., the numbers of drones, satellites, radars, etc.) and installations (i.e., COMINT, ELINT, etc.) associated with each Reporting Entity will be reported on and will be associated with the Investment and Expense categories.

F. Geographic Targets.

1. The geographic target areas of Communist Asia, Southeast Asia and the Far East will be broken out by individual countries. (The longer-run objective is to develop a separate data base for each country in each target area throughout the world; this will be begun in the next TOD, starting with the three above-named target areas where there is a priority interest in such data.)

2. The geographic target area grouping entitled "Undistributed" will be eliminated, by means of a more precise allocation to the specific target areas and by the creation of a "Worldwide" target area.

G. Subject Targets.

1. Within the USSR and Communist China "Military" subject targets, an additional subdivision will be established entitled "Logistics Forces."

2. Within the USSR and Communist China "Military" subject targets, the subdivision entitled "Undistributed" will be eliminated.

H. Intelligence Functions: Support.

1. The functional category of "General Support" will be more precisely defined and its existing subdivisions reviewed.

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COLLECTION AND FORMATTING OF DATA: (cont)

2. For the Positive Intelligence and Mapping, Charting & Geodesy groupings, support costs related to Collection, Processing or Production functions will be separately identified prior to target allocation.

(NOTE: The representative from OSD/SA wishes to delete paragraph 2, in accordance with his prior suggestion to delete the distinction between Collection, Processing and Production.)

The DCI representative believes that this distinction among these intelligence functions is as important in connection with Support as elsewhere.)

I. Intelligence Functions: Research & Development.

1. The R&D functional category will be target-oriented to the greatest extent possible.

2. The submissions of data by Reporting Entities will relate the Research & Development grouping to the groupings of Positive Intelligence, Counterintelligence, MC&G, Tactical Intelligence and General Support (as the case may be); in connection with the Positive Intelligence and MC&G groupings the submissions will further indicate whether the R&D efforts are associated with Collection, Processing or Production.

(NOTE: The representative from OSD/SA -- as previously stated -- does not believe that Tactical Intelligence should be included in the community-wide TOD. Likewise, he opposes relating R&D to the individual functions of Collection, Processing and Production.)

The DCI representative notes the existence of an issue for the Sponsors re Tactical Intelligence.

The DCI representative believes that the distinction among Collection, Processing and Production is a basic one and of fundamental importance, and that its significance to R&D is well illustrated in the substantive portion of this report.)

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COLLECTION AND FORMATTING OF DATA:(Cont)

J. Intelligence Functions: Production.

1. The functional category of Production will be further examined with a view to possible proposed subdivisions.

(NOTE: The representative from OSD/SA wishes to delete paragraph 1.

The DCI representative suggests that the production of intelligence is the end product of all intelligence activity and resource expenditures, and that the substantive portion of this report demonstrates the importance of identifying resource and management issues relating to effective intelligence production.

K. General Guidance on Collection and Formatting.

1. The period July - November 1968 will be utilized by the representatives of the Sponsors and the TOD Staff to prepare formats to carry out the details of this plan.

2. To assist Reporting Entities to prepare submissions, the formats developed will be made as simple as possible consistent with the detail required. In particular, the forms provided to each Reporting Entity will be partially filled in in advance by the TOD Staff with the aid of the representatives from the individual agencies.

OTHER ACTIONS FOR TOD DEVELOPMENT:

A. The TOD Staff will arrange for restructuring ADP programs to accommodate the collection and formatting changes identified above.

B. The TOD Staff will, as part of its task of collation and analysis of TOD data, identify significant questions that appear to warrant further in depth analysis by appropriate groups.

65-555-

WASHINGTON

Sept 24, 1965

The Director of Central Intelligence

Our Government is making a substantial effort and is expending large sums of money to obtain timely intelligence vital to our national defense and security. This effort requires the most efficient possible organization of the activities of the various departments and agencies concerned. It is essential that these activities be conducted as an integrated endeavor best suited to meet both current and longer-term national intelligence needs. One of the essential objectives of this integrated effort is to give timely notice to me and to other officials of critical developments which have an important bearing on our national security.

In view of the urgent necessity for maintaining effective coordination of all U.S. foreign intelligence functions, I request that you serve as the Government's chief intelligence officer, and that you pursue as a primary responsibility the task of coordinating and guiding the total U.S. foreign intelligence effort in accordance with National Security Council Intelligence Directive Number One of March 4, 1964.

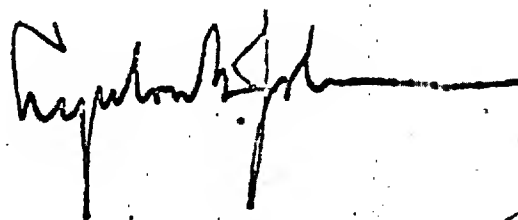
In the performance of your responsibility I shall expect you to work closely with the heads of U.S. Government departments and agencies having foreign intelligence responsibilities, with a view to assuring the proper coordination, correlation, evaluation and prompt dissemination of intelligence obtained from all sources. You are authorized and directed to establish, in consultation with member agencies of the intelligence community, such arrangements and guide lines as are necessary for this purpose. It is my wish that you receive from the departments and agencies concerned the full cooperation and assistance which are essential to the success of your coordinating responsibility.

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I will continue to look to your efforts as a means of achieving significant improvements in the organization, management, and effectiveness of our over-all foreign intelligence system.

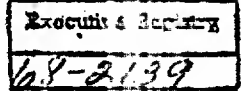


Copies to:

The Secretary of State
The Secretary of Defense
The Chairman, President's Foreign
Intelligence Advisory Board

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THE WHITE HOUSE
WASHINGTON



May 1, 1968

MEMORANDUM TO THE SECRETARY OF STATE
THE SECRETARY OF DEFENSE
THE DIRECTOR OF CENTRAL INTELLIGENCE
THE CHAIRMAN, PRESIDENT'S FOREIGN
INTELLIGENCE ADVISORY BOARD

SUBJECT: The U.S. Foreign Intelligence Effort

Pursuant to my appointment of General Maxwell D. Taylor to serve as Chairman of the President's Foreign Intelligence Advisory Board, as successor to Secretary Clark M. Clifford, I wish to emphasize the importance which I attach to the foreign intelligence function in government and to the mission of the Board. In this period of rapid political and economic change, the operation of government is more dependent than ever before on reliable, timely intelligence leading to a wise evaluation of the world situation. Under the coordination and guidance of the Director of Central Intelligence, all members of the U.S. foreign intelligence community contribute to this essential service.

I shall continue to look to the Board for a continuous review and assessment of all aspects of the activities of the foreign intelligence community and shall expect to receive recurrent recommendations from it for strengthening the effectiveness of these activities.

In accordance with the provisions of Executive Order 10938 of May 4, 1961 and of my memorandum of October 19, 1965 on this same subject, I wish the Board to be able to assure me at all times of the quality, responsiveness and reliability of the intelligence which reaches the decision-makers of Government. To assist it in this mission, I ask the heads of Departments and Agencies concerned to cooperate fully and freely with the Board in the discharge of its mission.

A handwritten signature in dark ink, appearing to be "Richard M. Nixon".